



Request for City Council Committee Action from the Department of Emergency Preparedness

Date: October 21, 2009

To: Council Member Don Samuels, Chair – Public Safety & Regulatory Services Committee

Subject: Continuity of Operations Plan Annex to the Emergency Operations Plan

Recommendation: Adoption of the Continuity of Operations Plan Annex

Previous Directives: City Council approval of the Emergency Operations Plan – February 1, 2008

Department Information

Prepared by: Tom Deegan, COOP Coordinator - 673-3310

Approved by:

Rocco Forté, Assistant City Coordinator for Emergency Preparedness & Regulatory Services

Presenters in Committee: Rocco Forte

Reviews

- Permanent Review Committee (PRC): Approval ___ Date _____
- Civil Rights Approval Approval ___ Date _____
- Policy Review Group (PRG): Approval ___ Date _____

Financial Impact

- Other financial impact

Community Impact

- Neighborhood Notification
- City Goals
- Comprehensive Plan
- Zoning Code
- Other

Supporting Information

This plan is designed for a flexible and scalable response to incidents or occurrences which interrupt the City's business operations. The plan is all-hazards in approach and applies to business interruptions which involve both City personnel and City infrastructure.

The City's Continuity of Operations (COOP) effort is designed to ensure the continued performance of minimum essential functions during a wide range of potential emergencies. Pursuant to Federal guidance, COOP program elements are:

- Essential functions,
- Vital records,
- Orders of succession,
- Alternate facilities,
- Interoperable communications,
- Human capital,
- Tests, training and exercises,
- Devolution (in the City's case, mutual and automatic aid), and
- Reconstitution (recovery).

City Departments may use any or all of these elements in developing their COOP plans.

As outlined in its Emergency Operations Plan (EOP), the City has responsibility for managing large-scale emergencies and events which occur within its jurisdiction. These efforts are directed outward, toward the community.

A COOP capacity represents the City's ability to respond to emergencies which involve its own workforce or physical assets. COOP efforts are directed inward, ensuring that the City can continue to provide essential functions and services. In addition, COOP includes not only response but also recovery and reconstitution efforts which would continue long after the response phase is complete.

City personnel may be involved with an event which requires an external response, an internal response or both. Therefore, COOP must be integrated with and coordinated through existing emergency plans and protocols. COOP must have an all-hazards scope and use existing, common structures such as incident command under the National Incident Management System (NIMS).

As a result, the final COOP plan is structured as an annex to the EOP. The COOP plan addresses emergencies involving both City workforce and physical infrastructure. It allows for a scaleable response depending on the scope of the emergency. The COOP plan allows a stand-alone response if the emergency is confined to City personnel or property and a coordinated response with the other responders if the emergency involves both city and community people and assets.

The COOP planning, activation and response activities will be managed by a COOP Coordinator and a Continuity Incident Management Team (CIMT) as described herein. The COOP plan provides the structure for a rapid response to a significant business interruption lasting more than 48 hours. The recovery process may begin immediately upon notice and confirmation of the event and provides for reestablishment of essential functions within 72 hours.

Supporting documents:

- COOP authorization
- Human Resources policies

RESOLUTION 2009-

by _____

**DEVELOPMENT OF EMERGENCY PREPAREDNESS
AND RESPONSE PLANS**

WHEREAS, natural and technological emergencies and disasters have and may occur which impact the citizens, operations, infrastructure and workforce of the City of Minneapolis; and

WHEREAS, statewide, national and international events, such as conflict or threats of terrorism, natural disasters, large special events and threats to public health can increase the need for emergency preparedness within the City; and

WHEREAS, Minnesota Statutes section 12.25, subd. 1 (2007) requires each political subdivision to establish a local organization for issues related to emergency preparedness and response; and

WHEREAS, in accordance with these requirements the City, pursuant to M.C.O. Chapter 128, has established the Office of Emergency Preparedness and Management ("OEPM") under the supervision of the Mayor; and

WHEREAS, pursuant to M.C.O. Section 128.30, the Mayor has assigned the operational duties of the OPEM to the Assistant City Coordinator of Regulatory Services and Emergency Preparedness; and

WHEREAS, City Council departments may be called upon to respond to and/or assist in the recovery from the effects of these events or disasters; and

WHEREAS, the City's response and recovery efforts may extend to the City's workforce, facilities, infrastructure and services; and

WHEREAS, the Assistant City Coordinator of Regulatory Services and Emergency Preparedness is required by M.C.O. 128.20 to prepare a comprehensive general emergency management plan for the defense of the city, and for relief from any emergency, and to present that plan to the council for its approval; and

WHEREAS, once the City Council has approved the plan by resolution, all City departments and agencies and all emergency preparedness and management forces of the city shall perform the duties and functions assigned by the plan: and

WHEREAS, a Continuity of Operations Plan ("COOP") would provide a framework for facilitating the performance of essential functions during all-hazards emergencies or other situations that may disrupt normal operations; and

WHEREAS; the goal of continuity planning is to reduce the consequences of disruptive events to a manageable level; and

WHEREAS, by performing the essential functions through a catastrophic or other emergency, the City of Minneapolis may support the efforts of other local, State or Federal governments, maintain continuity of government authority under the Minneapolis City Charter and other applicable law and ensure that essential services are provided to the City's population;

NOW, THEREFORE, it is hereby resolved that:

The City Council approves the following comprehensive general emergency management plan for the city:

1. Emergency Response Contacts. Each City department included in this Resolution shall designate a member of its staff (and two alternates) as its emergency preparedness response contact/coordinator ('EPRC/C'). Such individual(s) shall serve as the point of contact for the Office of Emergency Preparedness and Management and other City departments with regard to

continuity of operations, emergency preparedness and response issues, and shall represent that department on the Minneapolis Emergency Preparedness and Response Committee ('MPRC'). Contacts designated hereunder should be coordinated so as to be able to provide simultaneous support to the Emergency Operations Center, a Continuity Operations Center and to departmental response and recovery operations.

2. Minneapolis Emergency Preparedness Committee. The MPRC shall be chaired by the Assistant City Coordinator for Emergency Preparedness and Regulatory Services or his or her designee and shall coordinate City-wide emergency management and continuity of operations activities including mitigation, preparedness, response, recovery, testing, training and education.
3. Plan Support. Each City department and agency(hereinafter "department") shall carry out the general emergency preparedness, planning, response, recovery, hazard mitigation and continuity of operations responsibilities described in this Resolution, the specific emergency assignments contained in the Minneapolis Emergency Operations Plan and the All-Hazard Continuity of Operations Plan, hereinafter referred to as "the Plans" and such other duties as may be requested by the Office of Emergency Preparedness and Management. The head of each department shall be accountable for the execution of the responsibilities described in this Resolution

I. Emergency Preparedness/Planning

- A. Coordination: The Office of Emergency Preparedness and Management shall have overall responsibility for coordinating the development and maintenance of the Plans and shall provide departments with necessary planning guidance and parameters. The Assistant City Coordinator for Emergency Preparedness and Regulatory Services or his or her designee, is authorized to distribute the Plans as needed, to review and approve department level continuity of operation plans, and to develop and implement internal plans, procedures, training, testing and plan maintenance required to support the Plans.
- B. Emergency Operations Plan. Each department shall develop and update, as necessary, functional or other components of the City Emergency Operations Plan for which it is responsible.
- C. Departmental Plans. The Continuity of Operations Plan dated October 30, 2009 is hereby approved and adopted and supersedes any previous Continuity of Operations Plan. Each department shall develop and update, as necessary, its own emergency plan/procedures, including a continuity of operations plan ("COOP"), pursuant to City guidance and parameters. Departments have the option of maintaining a copy of their COOP plan at either their own secure offsite location or at one or more sites offered by the Office of Emergency Preparedness and Management.

Each department's COOP plan/procedures must provide for:

1. Execution of the emergency responsibilities that are assigned to the agency in this Resolution, and are elaborated upon in the Plans; and
2. Continuity of government for sustaining time-sensitive operations and staffing, at a minimum developing and maintaining a written continuity of operations plan consistent with the Plans providing for:
 - a. Identifying and prioritizing essential functions;
 - b. Establishing, promulgating and maintaining orders of succession for key positions;
 - c. Delegating authorities for making policy determinations and other decisions at the field, satellite and other organizational levels, as appropriate;
 - d. Identifying continuity facilities, alternate uses for existing facilities, and as appropriate, virtual office options including telework;

- e. Identifying available and redundant critical communications and information technology to support connectivity among internal and external stakeholders;
 - f. Identifying, protecting and assuring availability of electronic and hardcopy documents, references, records, information systems and data management software and equipment to support essential functions in a continuity situation;
 - g. Identifying and assigning continuity personnel to perform assigned response, and planning for workforce response to a continuity situation including situations which impact the workforce directly, such as a pandemic;
 - h. Implementing an effective training, testing and exercise program;
 - i. Identifying the need for transfer of legal authority and responsibility from the department's primary operating staff and facilities to other organizational staff and facilities, and to sustain that operational capability for an extended time; and
 - j. Providing for the reconstitution of normal operations by existing or replacement personnel at the original or replacement primary operating facility.
3. Commitment of resources for the development and maintenance of an agency all-hazard plan, including a continuity of operations plan.

On an annual basis, each department shall notify the Office of Emergency Preparedness and Management of the location of, and date of the most recent revision to, their COOP plan.

II. Emergency Response

- A. National Incident Management System. All departments responding to a disaster/emergency, whether external or internal, shall use the National Incident Management System (NIMS) or its approved local equivalent. In the event of a disaster/emergency resulting in a multiple department response, a unified command structure shall be established. If, due to the nature of an incident, a single department has a larger/primary role in the response to that incident, that agency may be referred to as the "lead department."
- B. Response Coordination. The Office of Emergency Preparedness and Management shall have the coordinating role in a multiple department response to a disaster/emergency. Such coordinating role will include, but is not limited to, the reassignment of City personnel across departmental lines, in the event of an incident which would significantly impact availability of the City's workforce such as a pandemic. All departments shall support this coordinated multi-departmental response and carry out their specific assignments, as described in the Plans.
- C. Response Support. All departments shall be responsible for assigning necessary personnel to report to the operations center(s) and information hotline, if such are activated, in accord with the Plans. The responding personnel shall be prepared to direct the activities of their agency's response personnel, and shall carry out the emergency responsibilities assigned to their agency in this Resolution/Order and elaborated upon in the Plans.

III. Recovery/Hazard Mitigation

- A. Mitigation. Each department that has a role in emergency management shall participate in the development of hazard mitigation strategies to reduce or eliminate the vulnerability of life and property to the effects of disasters.

- B. Damage Assessment. Departments shall, when requested by the Office of Emergency Preparedness and Management, provide appropriate personnel to assist with any required or recommended damage assessment activities.
- C. Recovery. Departments shall, when requested by the Office of Emergency Preparedness and Management, be prepared to commit and combine resources toward the long-term recovery/mitigation effort.
- D. Staffing. Departments shall, when requested by the Office of Emergency Preparedness and Management, provide necessary personnel to staff recovery efforts.

IV. Training, Testing and Exercises

- A. Coordination. The Office of Emergency Preparedness and Management shall coordinate City-wide training, testing and exercises necessary to support the development of the Plans and to maintain their level of readiness. Such training, testing and exercises may include cooperation with other jurisdictions, the private and non-profit sectors.
- B. Implementation. Departments shall cooperate with the Office of Emergency Preparedness and Management in the implementation of any recommended training, testing and exercises.